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ABSTRACT

This report describes the procedures employed in the preparation of a list of courses to be deleted from the credit and noncredit programs of the California community colleges in response to a $30 million deduction from the total community college apportionments. The first section presents background on the 1982-83 budget bill, specifies three alternatives for realizing the savings, and notes the Chancellor's determination that the bulk of the savings could be made through deletion of avocational, recreational, and personal development courses that are more appropriately offered on a self-supporting basis. Next, the procedures for complying with the legislative mandate are presented and the criteria for the deletion of courses established. These criteria focus on courses which do not assist in the fulfillment of college missions, those in which students enroll for mainly private interest, those which should be offered on a fee basis, and those whose deletion would not inhibit a college's responsiveness to business or industry needs. After a discussion of the development of the list of courses to be deleted and of difficulties in implementation, the report concludes with an examination of the effect of the deletions on college missions. Appendices include a list of 19 types of courses to be deleted, including self-help courses in areas such as cooking, gardening, and personal finance, and physical education, fine arts, and real estate courses. (HB)

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JC 820 338

Board of Governors of the
California Community Colleges
July 15-16, 1982

Item 5

Title: Courses to be Deleted from the Credit and Noncredit Program of the Community Colleges

Staff Presentation: Allan L. Petersen, Administrator
Program Evaluation and Approval

Summary

Assembly Concurrent Resolution 81 directed the California Postsecondary Education Commission (CPEC) to study the effects of the imposition of tuition upon the three segments of public higher education. The Commission report did not recommend tuition or fees for the community colleges but, instead, recommended that the Legislature deduct $30 million from total apportionments paid to the community colleges in 1982-83 by removing funding for current recreational, avocational, and personal development courses which should be offered as community service classes on a self-supported basis. The language of the 1982-83 budget bill implements that recommendation and directs the Chancellor to report to the Legislature by August 15, 1982, and also directs the California Postsecondary Education Commission to report on the implementation of the budget language by September 15, 1982.

This agenda item describes the procedure which was employed in the preparation of the proposed list of courses to be deleted from the credit and noncredit programs, presents the list of such courses, and briefly describes the procedure by which the deletion of such courses will be implemented by the Chancellor.

A discussion paper containing the material described above was presented to the Executive Committee of the Board on June 25, 1982, and was approved in principle. Since then staff has continued to meet with various groups, has made minor revisions in the list presented to the Executive Committee, and has added a secondary strategy to be considered, if necessary, in order to reach the $30 million figure.

Staff Recommendation

1. It is recommended that the Board approve the list of courses to be deleted from the credit and noncredit program of the community colleges contained in Appendix A, along with the secondary strategy described in the "Implementation" section of this item.

2. It is further recommended that the Board authorize the Chancellor to implement the reduction of apportionments to districts according to the methods described in the "Implementation" section of this item.

Background

In March 1982, the Chancellor's Office compiled a first-ever classification of courses, classes, and community services activities offered by the community colleges during the 1980-81 academic year. A special report of the classification was compiled and submitted to the California Postsecondary Education Committee (CPEC) and the Legislature as required by AB 1626 and AB 1369 of 1981. That report revealed that approximately one-fifth of the total credit workload (or approximately one-third of the BA-transfer workload) in terms of student contact hours was generated by courses in the area of physical education and fine arts.

Additionally, in March 1982, Assembly Concurrent Resolution 81 directed CPEC to "conduct a study of the impact of student charges upon access to public postsecondary education". This study was presented to the Governor and the Legislature during April 1982. The CPEC response to ACR 81 as it applied to community colleges was triggered in part by the classification of credit courses, particularly as it applied to physical education and fine arts. The CPEC response noted that:

> *...physical education courses currently comprise nearly nine percent of the statewide Community College total credit workload and fine and applied arts courses comprise an additional ten percent. In effect, approximately one out of every five credit ADA funded by the State in 1981-82 stemmed from enrollment in either physical education or fine and applied arts courses.*

(ACR 81 and the CPEC response were broader in their coverage than is noted in the body of this agenda item. Appendix B lists four policy topics identified by the Legislature in its request, and the CPEC recommendations that have direct bearing on community colleges and this agenda item.)

On the basis of the CPEC response to ACR 81, the members of the legislative conference committee on the budget agreed upon the following language in the 1982-83 budget bill which has been signed into law by the Governor:

> *The Board of Governors of the California Community Colleges shall develop policies and guidelines from the options identified below to reduce state apportionments to community college districts by at least $30 million in 1982-83:*
>
> *a. Identify those noncredit courses ineligible for state apportionments under Sections 84640.5 and 84641 of the Education Code;*
>
> *b. Identify those avocational, recreational, and personal development courses, whether offered for credit or noncredit, that are offered more appropriately as community service classes and should not receive state apportionments; or*

c. Identify those adult and community education courses, whether offered for credit or noncredit, which will receive state apportionments at a lower rate of subsidy per ADA.

On the basis of these policies and guidelines, the Chancellor's Office shall, for computational purposes, estimate the number of 1981-82 credit and noncredit ADA affected. For the purposes of Education Code Section 84620, the Chancellor's Office shall subtract this amount of ADA and base revenues associated with that ADA, before performing the computations specified in Education Code Sections 84605 through 84609. Such reductions shall total at least $30 million in state apportionments and shall not, under any circumstances, be based on a proportionate reduction of apportionments to all community college districts...

The Chancellor shall consult with CPEC during the development and prior to the implementation of the provisions of this section. The Chancellor shall report to the Legislature by August 15, 1982 on implementation of this section.

In addition, CPEC shall submit a report to the Legislature on the implementation of this section by no later than September 15, 1982.

Of particular importance is the timing by which the deletion of courses and the required report to the Legislature are to be accomplished. Board action on July 15-16, 1982, the earliest time at which such action can be taken, will still impose hardships on colleges in terms of schedule and staffing changes which will be required. Summer schedules have already been published and many colleges have already completed fall schedules, and, in some cases, have already registered students for those sessions. It is imperative that a final list of courses to be deleted from the credit and noncredit programs be sent to the colleges as early as possible after final Board action. (In anticipation of Board of Governors action, staff has already begun such a process stipulating, of course, that the courses to be deleted have not as yet been approved by the Board.)

Of the three options contained in the budget bill language, the Chancellor has determined that the major effort will be directed at option (b), the identification of recreational, avocational, and personal development courses which could appropriately be offered as community services classes on a fee basis. Alternative (a) has, for the most part, already been accomplished as a result of the identification in AB 1626 and AB 1369 of the nine areas of state-supported noncredit courses. Colleges were instructed last year to remove all other noncredit courses from their noncredit programs or to offer them as community services classes.

Alternative (c), which requires the Chancellor's Office to identify certain credit and noncredit courses which would be reimbursed for apportionment purposes at an unspecified lower rate, appears to be infeasible since it could not be accomplished within the time limits mandated by the language of the budget bill. In addition, those districts which offer a significant noncredit program have already experienced severe financial losses as a result of the provisions of AB 1626 and AB 1369 which limited the types of noncredit courses to nine funded areas. The Chancellor believes that the required savings of $30 million can be accomplished through the implementation of the list contained in Appendix A.

The Chancellor's Office has discussed this direction with the staff of the California Postsecondary Education Commission and has formally notified its Director of the action of the June 25 Board of Governors' Executive Committee meeting to recommend the list in principle to the full full Board.

Preparation for Compliance with Mandates in Budget Bill

1. Establishing criteria

Several criteria were employed in determining which courses should be included on a preliminary list of courses in order to achieve the required $30 million reduction. The criteria are in accord with the recent classification of courses implemented by the Chan-ellor's cellor's Office. However, it was not possible to apply all criteria to all of the courses identified by staff.

These criteria for the selection of courses to be deleted from the credit program are as follows:

a. Courses which fall within the meaning of the proposed language of the budget bill which expresses legislative intent. That language refers to "avocational, recreational, and personal development" courses.

b. Courses which do not appear to assist the community colleges in fulfilling their mission described as follows in the Master Plan for Higher Education:

> *Education Code 66701. Public community colleges shall offer instruction through but not beyond the second year of college. These institutions may grant the associate in arts and the associate in science degree. Their program may include but shall not be limited to: standard collegiate courses for transfer to other institutions; vocational and technical fields leading to employment; general or liberal arts courses; and community services. (Enacted by Stats. 1976, Ch. 1010.)*

c. Courses in which many students enroll for significantly greater private than public interest and also which appear to have been designed to serve private rather than public interest.

This criterion attempts to distinguish those course offerings which students pursue for purposes of achieving an educational objective such as a degree or certificate from those offerings which attract a large number of casual students, part-time or otherwise, enrolled for the purpose of recreation or self-interest.

d. Self-help, avocational, and recreational courses which are not a required component of an academic or vocational program which has been approved in the Chancellor's Office in accordance with the provisions of Title 5, Sections 55000 and 55130.

e. Courses the deletion of which will not inhibit a college's response to the needs of local business and industry.

This criterion has been included to ensure and safeguard the maintenance of emerging curricula which are expressly designed to meet the needs of business and industry, respond to plant closures and significantly aid in the reduction of unemployment.

f. Courses in which students, other than regular students, might enroll for self-help, avocational, or recreational purposes and which should be offered on a fee basis.

2. Development of a list of courses to be deleted

Early in June members of the staff of the Program Evaluation and Approval unit were directed to prepare a preliminary list of recreational, avocational, and self-help courses which are presently being offered by community colleges as credit or noncredit courses and which could more appropriately be offered as community services classes on a self-supporting basis on the basis of the criteria that have been stated. Staff reviewed and listed such offerings for twenty community colleges. The lists were refined into a number of categories of courses which were then included on the preliminary list of deletions. In the case of physical education and fine arts, it was found to be more efficient to list more specific course titles.

After the list of courses to be deleted from the credit program was prepared by staff following a study of its effects on a stratified sample of thirteen colleges, it was discussed and reviewed with the Chancellor's Advisory Committee on two separate occasions. It was also sent to chief executive officers, chief instructional officers, and statewide and local academic senate presidents for their review. Additionally, it was discussed with a representative group of Physical Education division chairs and instructors, the Chief Instructional Officers Technical Advisory Committee, a small group of Fine Arts division chairs, and a group of Home Economics division

chairs and faculty. There is not, by any means, unanimity of opinion concerning the list of courses, nor has staff attempted to achieve concensus on the various issues discussed with the field. The meetings were helpful in clarifying issues and misunderstandings. In fact, recent comparisons of 1980-81 data with sample data from some colleges for 1981-82 indicate that significant shifts from credit to community services may have already taken place. This necessitates that the list developed by staff be larger than had been anticipated.

3. Implementation

A major difficulty in deleting identified courses from the program and in determining the amount of savings generated by such deletion is that a complete list of 1981-82 offerings in each college could not be available for analysis until December. The August 1 report of the Course Activity Measure does not contain sufficient information for analysis and, in addition, would be available too late for prompt use in the implementation of the legislative mandate. Since the deductions will be made in the 1982-83 bases of the colleges, it is imperative that colleges and districts be given the amount of the deduction as early as possible. Implementation will require a simultaneous, two-part procedure:

a. Staff analysis of the list of deleted courses applied to 1980-81 data sources currently avilable and, at the same time,

b. College classification of 1981-82 course offerings on the deleted course list with identification of ADA generated in those courses.

Discrepancies between the two lists involving major and substantial course shifts would be resolved by staff on an individual basis.

In addition, staff intends the following secondary strategy should the list not produce the required $30 million savings: those colleges with the highest remaining percentage of activity in physical education and fine arts share on a pro-rata basis in covering the difference by further reducing fine arts and physical education offerings of their choosing. Should the list produce more the $30 million, the coverage will be credited back to the colleges on a pro-rata basis.

4. Effect on the Community College Mission

Apprehension has been expressed that, under the language of the 1982-83 budget bill, the deletion of credit courses to reduce state apportionments to community college districts by at least $30 million would change the basic mission and goals of the community colleges.

There is no clear mandate in the 1982-83 budget language to decrease services or to eliminate certain individuals from eligibility for services. The mandate speaks essentially to an identification of those avocational, recreational, and personal development courses that are offered more appropriately as community services courses and that should not receive state apportionments. The remediation mission of the community colleges is left intact. The removal of courses from the credit area which should be more appropriately offered as community services classes strengthens the general, transfer and occupational functions of the community colleges by ensuring that only courses at the collegiate level are offered for credit.

Since the passage of Proposition 13 in 1978, the community services mission of the community colleges has suffered severe cutbacks. Although there are no additional funds allocated for community services, the movement of some of the identified credit courses into community services for fees will result in the growth, strengthening and development of community services as one of the essential components contributing to a comprehensive college.

Nevertheless, staff does not discount the negative implications of this relative sudden and swift effort to reduce by $30 million state apportionment to college districts. The impact on full- and part-time employment of instructors and classified staff, the less than optimum usage of facilities and equipment, the economic impact, and other possible outcomes are unknown.

APPENDIX A

LIST OF COURSES TO BE DELETED FROM THE CREDIT PROGRAM

1. One semester or quarter conversational foreign language courses which have no prerequisite or which are designed for travelers.

2. Private Pilot's Ground School.

3. Ham radio construction, operation, and licensure.

4. Self-help home sewing and needlecraft courses* except one introductory course in clothing construction.

5. Self-help specialized cooking courses* except one introductory course in cultural foods.

6. Self-help courses in home gardening; home livestock production; home and appliance repair and maintenance; antique and furniture repair, refinishing, and upholstering; and woodworking.

7. Self-help courses in pet selection, care and grooming.

8. Self-help courses in consumer maintenance of automobiles, motorcycles, bicycles, recreational vehicles, and boats.

9. Self-help courses in personal finance*, personal income tax preparation, law for the layman, and real estate for the consumer.

10. Self-help personal development courses except for orientation to college, career planning, study skills, and group assessment of academic preparation, aptitudes, and interests.

11. The following physical education courses: bicycling, Far Eastern martial arts; yoga; jazzercise; scuba* and skin diving*; camping, backpacking, rockclimbing, mountaineering, and orienteering; ballroom, belly, square, ethnic, tap, and disco dancing; roller and ice skating; flycasting, rafting; soaring and gliding; surfing and windsurfing; recreational sailing; water ballet; and horsemanship.

12. The following fine arts courses: jewelry* and lapidary; crafts; stained glass; calligraphy*; tole painting; enameling; intaglio; avocational or recreational instrumental study; and performance or gallery attendance courses in art, music, drama, or cinema without significant classroom work or academic content.

13. Re-licensure courses.

14. International study/travel courses.

15. Avocational photography.

16. Courses related to specific avocations such as stamp or coin collecting.

17. Genealogy.

18. Real estate courses except those courses required for the salesman's license.

*Courses marked with an asterisk may continue to be offered if they are a required part of an approved educational program and after approval of petition by Chancellor's Office.

COURSES TO BE DELETED FROM THE NONCREDIT PROGRAM

1. Lecture and forum series except those designed specifically for older adults.

2. Re-licensure courses.

APPENDIX B

...from page 1 of the CPEC report to the Governor and the Legislature in response to Assembly Concurrent Resolution 81.

INTRODUCTION

In March 1982, the California Legislature called on the California Postsecondary Education Commission to study "the impact of student charges on access to public postsecondary education" and to recommend State policy to the Governor and Legislature by May 1 on at least four topics:

1. The appropriate relationship between individual and public levels of financial support for postsecondary education.

2. Which costs of institutional operations are appropriately borne by students, and what proportion of the expenditures for these operations should be financed by student charges.

3. The impact of student charges upon each public postsecondary segment's ability to realize its role and mission in the California Master Plan for Higher Education.

4. The appropriate distribution of student financial aid among all needy California postsecondary students.

In response to ACR 81, the CPEC report prepared a set of ten recommendations with intersegmental applicability. Recommendation five, has direct bearing on community colleges and this item. It reads as follows:

> RECOMMENDATION 5. The State should establish explicit policies to assure a combination of State and student support of Community Colleges programs that, to the extent possible, continue existing no-charge practices for students enrolled in courses and programs that have greatest State priority.
>
> 5.1 To assure that only those programs or courses that have greatest State priority are subsidized by the State and to assure equitable support rates for similar courses in different districts, the Legislature should direct the Board of Governors to develop Title 5 regulations: (a) Identifying noncredit courses eligible for State support; (b) applying a uniform support rate of $1,100 per ADA for all courses in adult basic education, high school diploma programs, English as a second language, citizenship, and community education; and (c) determining which avocational, recreational, and personal development courses should be offered as community services classes on a self-supported basis.
>
> RECOMMENDATION 6.1. State apportionments should be reduced by approximately $30 million to reflect expected savings from implementation of Recommendation 5.1.

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